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ABSTRACT

National goals in the field of education are career awareness, career preparation, equal educational opportunity, and financial aid to students. The Educational Amendments of 1972, in providing the Emergency School Assistance Act, the National Institute of Education, and broader financial support, met these goals to a certain extent. It is very important that cooperative planning and action be achieved by the agencies, services, and organizations involved in life long education. The Allied Services Act and the Talmadge Amendment are examples of the Government's response to educational needs. Progress has been made toward several Adult Education goals but other goals need to be considered. Career Education involves adults as citizens in our participatory democracy, members of families, heads of families, and human resources. (AG)

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HAVE ADULT EDUCATORS PUT IT TOGETHER*

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It is a real pleasure to have the opportunity to speak before the Nation's outstanding leaders in adult and continuing education. I understand that I was the first Associate U.S. Commissioner of Education to appear before your group when I spoke to you last year in Los Angeles. I suppose that means that we are setting a record here tonight that an Associate U.S. Commissioner for Adult, Vocational and Technical Education is speaking to your group for two consecutive years.

Let me first express my appreciation and thanks for the outstanding cooperation and support that you have given me personally, our Bureau and the Division of Adult Education staff. We have had outstanding cooperation from adult educators at all levels throughout the United States.

I have been very impressed in my brief service in the U.S. Office of Education by the competencies and dedication of our Division of Adult Education staff under the leadership of Paul Delker. His Division is understaffed and overworked. Yet they somehow manage to keep on top of a multitude of responsibilities.

I am very grateful to members of the President's National Advisory Council on Adult Education, its Chairman, Dr. Leonard Hill and its Executive Director, Mr. Gary Eyre for the assistance they have given us for the past 18 months.

I have had the privilege of working as a member of Dr. Sidney Marland's team which has under his leadership worked toward the achievement of some major national educational reforms. The Office of Education objectives promulgated by Dr. Marland are consistent with President Nixon's goals for education in America. Some of these OE Objectives include: the improvement of management of education; improvement of education for the disadvantaged and handicapped; elimination of illiteracy through the Right to Read program; reform of the system of educational finance through educational revenue sharing and other means; and of course, career education. Let me quote directly from a published statement concerning the President's Goal's for Education:

> "Most Americans recognize serious shortcomings in our system of education. At the same time, they know the system is basically sound. It responded with great resourcefulness to our needs in the past, from preparing immigrants for citizenship to training a new breed of scientists and technician for the space age. It will respond again to the social and economic challenges we now face, if we provide, as individuals and as a Nation, the financial support, creative initiatives, and courage of our convictions that will generate real and equitable reforms.

"The President has taken major steps toward this end that should begin to impact on our educational problems in the next few years.

"One major goal is to stimulate a career awareness and preparation program for every young person coming up through the system and for every adult who wants to change careers or to move up the career ladder. Recognizing that 2.5 million young people exit our schools and colleges each year without a real career goal or marketable skill, the President has made Career Education a White House priority. As his principal agent in furthering this initiative, the Office of Education is supporting teacher training, curriculum development, and pilot testing of model Career Education programs in schools.

"Another basic goal is to make educational opportunity equally available to every child in every school in the land. Toward this end the President requested, and Congress passed, the Emergency School Assistance Act, one of several landmark provisions in the Educational Amendments of 1972. When funded, this authority could provide up to $1 billion a year to help ease the problems of desegregation and reduce racial isolation in the public schools.

"To encourage other needed reforms in the educational process, from kindergarten through post-graduate school, the President proposed, and Congress authorized, the National Institute of Education. This is another provision of the 1972 Educational Amendments, which have been called the most important Federal legislation in postsecondary education since the Morrill Act of 1867 set up the land grant colleges.

"Providing for education much the same national focus and clearinghouse service that the National Science Foundation provides for the physical sciences, the Institute will conduct and coordinate the research needed to bring carefully validated new teaching and learning approaches into the mainstream of education. The Institute was officially inaugurated August 1.

"Still another provision in the Amendments responds to the President's determination to make a college education available to every academically qualified student regardless of family income. The legislation substantially broadens the student financial aid program and, for the first time, colleges and universities are eligible for operational funds to ease their financial plight.

"Financing is also a most critical issue confronting States and localities which bear the major responsibility for financing public education. With some school systems on double sessions and others anticipating an abbreviated school year, finding revenue sources other than the already overburdened local property tax has become

a matter of critical concern.

"The President has already submitted to Congress one far-reaching proposal to help States and local educational agencies make more effective use of Federal funds. In 1971 he asked Congress for authority to consolidate some 30 Federal aid programs in order to make up to $3 billion a year more readily available for State and local needs. That proposal - Educational Revenue Sharing - is still awaiting Congressional action.

"Even broader are the initiatives addressing the basic system of finance itself. Two Presidential Commissions have studied every aspect of the problem. The President's Commission on School Finance, composed of outstanding educators and financial experts, submitted its report in March. The Advisory Commission on Intergovernmental Relations, made up of members of Congress and the Federal executive branch as well as State and local government officials and private citizens, was charged by the President to complete a related study early this year. Its recommendations are due momentarily. The President has indicated that he will recommend a course of action to Congress after studying both reports. He has made it clear that his proposals will be aimed at relieving the burden of property taxes and providing both fair and adequate financing for education.

In summary, the President has generated positive steps to get at the problems that concern us all - desegregation, educational reform, and school and college finance. He desires most of all an educational system that develops the abilities and fulfills the aspirations of every American, for that is that education is really about."*

Since I met with you last November in Los Angeles adult education has taken on several new aspects. Adults in the United States are looking more and more to adult education as a means for the individual to solve immediate problems. There is increasing acceptance of the idea that learning throughout life is an ongoing process. Rapid social and economic changes have created societal pressures that have presented adult education its greatest challenge - equipping people to give intelligent and orderly direction to this change! Institutional reform remains a central priority of the Office of Education. Adults with a commitment to Life Long Learning can facilitate this process.

Today, when more than 70 million American adults still face life without a high school education and countless others need new competencies to obtain jobs and upgrade job skills, the need for lifelong career education is urgent.

Adult needs for Life Long Learning are presently met by a variety of agencies and groups, both public and private - adult educators, vocational educators, manpower educators, and vocational rehabilitation educators -

*The President's Goals for Education, Education Training Market Report, September 25, 1972.

all of whom have an interest in the adult learner. There is a need however to coordinate efforts of these groups. Career Education can become the catalyst for change and coordination to reduce unnecessary program duplication and improve adult learning opportunities.

You have asked me to respond to a very important question: "Have Adult Educators put it all together?"

I am glad that you selected this topic in the context of life long learning because it has been one of my major concerns in Washington during the past 18 months. Every policy paper I have signed and every speech that I have given has reinforced the educational validity of joint planning and programming at the developmental and operational stages of educational decision making. In a very fundamental sense, "putting it all together", is the keystone of career education. The support of the Executive Directors here on the platform with us is appreciated and of great significance. I want to publicly thank Ernest A. Dow, National Association of Black Adult Educators, Charles B. Wood, Adult Education Association - USA and James R. Dorland, National Association of Public and Continuing Adult Education. As you know the changes being made in the U.S. Office of Education under new legislation will have far reaching affects on adult education. The Educational Amendments of 1972 have created a Division of Education in the Department of Health, Education and Welfare and have established a position of Assistant Secretary for Education to head this Division. Dr. Sidney P. Marland was sworn in recently as Assistant Secretary.

The National Institute of Education, the research and development arm of this Division is now headed by Dr. Thomas Glennan. An Acting U.S. Commissioner is now in place pending an appointment by the President. Most significant for adult educators is the establishment of a Deputy Commissioner for Occupational and Adult Education. This raises adult and continuing education to the policy making level in the bureaucracy. The new legislation will have greater impact on the States by maintaining the establishment of State planning commissions for post secondary education. I urge all of you to become familiar with this part of the new legislation and to see to it that the voice of adult and continuing education is heard in all of the State planning commissions as the Congress intended.

Another priority of the Office of Education and DHEW is helping individuals through use of services to become independent, to manage their own lives. Education is a primary tool in accomplishing this goal. In fact, education stands at the center of a vast network of services and opportunities and one of our greatest challenges as educators is to develop the creative partnership that provides the vital element which links learning with action.

We are all aware of the need for more cooperative planning and action. The Allied Services Act considered by the 92nd Congress and sure to be a major item for the next Congress is a prime example of the thrust toward more joint action. This cooperation theme is reflected strongly in the statement of current priorities of the Division of Adult Education. Projects funded in FY '73 will include those linking the Adult Education program

with other programs such as Head Start and Day Care. In fact we see expanding child-serving programs growing opportunities and challenges for Adult Education. And the same is true of other expanding programs -- health, social security, consumer protection. The number is longer than I can list. But the point I wish to make is this: the scope and dimensions of Adult Education continue to expand at a rapid rate! Have Adult Educators Put It Together? No - Not Yet! But we are moving and we will keep on moving. For wherever man seeks to broaden his world and improve the quality of his life, life-long learning will be helping him achieve his goals.

The passage of the Talmadge Amendment and H.R. I challenges the adult education system to provide relevant adult education services to welfare recipients. We know that assisting the so-called hard-core unemployed improve their educational conpetence is a difficult and expensive job. However it must be done before they can fully participate in the market-place or the larger society. Educational programs which serve adults will have a unique opportunity this decade. We will need to provide diverse, yet more efficient and better coordinated, delivery systems to assure the participation of the educationally disadvantaged. Only by increasing their educational level can the cycle of poverty be broken. Our imagination and a greater percentage of our resources will need to be utilized to solve this dilemma.

Now let us turn to our conference theme. One way of responding is to report on the progress we have made on the ten goals for adult education that I announced in Los Angeles. I will summarize each goal and tell you where we are or what progress we have made toward meeting the goal. More importantly I will identify those goals that have so far eluded us and for which we need your insights and help to accomplish. At your Los Angeles conference in 1970, I announced the establishment of an adult education liaison committee consisting of State Directors of Adult Education, Presidents and Executive Directors of the National Associations and the Chairman and Executive Director of the President's Advisory Council. This liaison committee has met with us in Washington on four occasions and is serving as a sounding board for the Bureau on policy matters, rules and regulations, project matters, program development and many significant problems.

Number one concerned the establishment of the Adult Education Staff Development Program through utilization of Section 309 Public Law 91-230 funds to assist State Directors in meeting their personnel needs. I am very proud to report that all regions are making excellent progress. Several are already beyond the planning stages and are now developing institutional capabilities that will provide permanent delivery systems after the Federal dollar has served its "start-up" purpose. This is institutional reform of the highest order and represents a remarkable achievement by all parties concerned. This achievement would not have been possible, indeed the concept could not have developed beyond the "sounds like a good idea stage" if it had not been for the hard work of adult educators at all levels -- local, State, college and university,

and the Office of Education. I especially want to commend the good right arm of the Regional Offices of Education in helping achieve this goal.

My second goal was a curriculum concept. We called it the Adult Performance Level. In many respects it was a pioneer effort as it had not been done before. Our aim was to develop standards of achievement based on relevant adult learning objectives in the areas of reading, writing, computation and general knowledge variables. I want to underline "relevant" and relate it to your theme "putting it all together."

All of us know adults who have been locked in to dead-end jobs because of the lack of the right credential at the right time--whether it be a high school diploma or an eighth grade certificate. Unfortunately the educational prerequisite may have little relationship to the actual job tasks that the applicant would be required to perform. Also unfortunately some of the standards and tests utilized by employers discriminate against minority applicants. The intent of the adult performance level is to determine and define those relevant educational standards required by adults in our post-industrial "paper-work" society. This project is ambitious and has the potential of revolutionizing adult education curriculum planning. I have had an opportunity to receive feedback from several State Directors who reviewed the project at the University of Texas earlier this month. Their reports have been favorable. We have made a strong beginning.

Goal Number three had to do with the validation of the performance level on the diverse ethnic populations composing our society. That goal is on target and will commence early in 1973. The project has identified and field tested six general knowledge areas and three basic skill areas. These have been delineated into 274 performance tasks which will be nationally validated on representative samples of all ethnic populations making up our society. Minimum levels of task mastery required by our present society will be determined. By June 1974 these will be ready for implementation aided by a field operations manual which will make it feasible for State Directors of Adult Education to realistically apply these adult performance levels to their States and Regions.

The fourth goal concerned the development of curriculum guides and instructional materials based on the APL definitions. We will proceed in this direction after we are confident that the validation process has been completed. Of course we will continue to need your counsel and critical analysis of the project every step of the way.

Goal number five concerned the need to establish Adult Education Renewal Centers throughout the country. A year ago this goal was part of the total Office of Education's strategy of educational reform. This effort requires new legislation which is now in draft form. At the present time we have not been able to do much in this area but plan; however it remains a viable goal for the current year. Again we will need your help in realizing this goal along with the 6th and 7th objectives of providing a full-time

Adult Education Coordinator and Adult Education Councils in every community of 5,000 or more citizens. It seems to me that until every community of this size does have a full-time adult education coordinator supported by an Adult Education Advisory Council composed of a comprehensive cross section of the community, including adult education consumers of all blends and varieties, your conference theme of "putting it all together" cannot be completely fulfilled.

The eighth goal concerned the "development of learning curricula and strategies which will make it possible for everyone to learn that which is needed or desired at the time and in the way it can best be learned." We have made progress on this goal under the career education demonstration program. Most of the research evidence emanating from the four models can be directly related to adult education programming.

The National Center for Educational Research was involved and now the National Institute of Education is developing four research models to help schools, colleges, employers, and other visualize and begin to work out their own approaches as they adapt the concept of Career Education to the particular needs of their States, cities, and communities. The first of these is the:

School Based Model. In the early grades Career Education means that the vital academic program is expanded to make children aware of the many fields of endeavor open to them in coming years.

In junior high school, Career Education encourages students to explore in some depth two, three, or more broad career clusters. By senior high school, each student should have made a tentative career selection and begun appropriate training. All students would leave high school with academic and vocational skills that have market value immediately or that can be applied to Post Secondary Education.

A second of these models is the Employer-based Model. This is a total education program for a cross-section of youngsters aged 13 to 18 who find their school offerings unchallenging and want to try a different approach to learning. Operated by a consortium of public and private employers, this model program will use employer know-how and, where appropriate, employer facilities. It will provide both academic and job-related preparation. Students will graduate from the employer-run program with credentials at least equal to those offered by their high school, or they will return to their high school with full credit for work completed.

The third of these models is the Home-Community Model. Designed to enhance the employability of out-of-school adults, this approach will use TV and radio programs to encourage people to utilize career services available in their own communities. Project staff will provide counseling, guidance, and some instructional services. The staff will also assess community effectiveness in provide career training and recommend new services as needed.

The fourth effort is the Rural-Residential Model. It is designed for disadvantaged families living in remote rural areas with few career opportunities. This model provides the opportunity to move temporarily to a training center where every member of the family can learn new skills for employment, homemaking, or further study.

Goal Number 9 was concerned with the systematic assessment of the world of the 1980's and the responsibilities of adults to react to and control that environment. Toward this goal a long-range appraisal of adult learning needs is being conducted. Adult Learning models necessary to meet these needs will be proposed. We are very hopeful that this project will chart new directions which will allow adult education leaders at all levels to put it all together and provide not only more but better quality adult education services to our total population.

A paper crossed my desk a few days ago that relates directly to the tenth and final goal of redirecting financial and human resources to create a life-long learning society. The paper was entitled Educational Revenue Sharing. It presents a challenge to adult educators at all levels ... especially local and State leadership. If Revenue Sharing becomes law the adult educator will be essentially in competition with other educators and agencies other than traditional school systems for the tax payer's dollars. I think the adult educator can win his proper share in this competition. This briefly then summarizes the progress we have made toward our ten major goals. Now, I would like to propose four additional goals which support and extend these ten.

As many of you know, it was my privilege to serve as Chairman of an outstanding United States delegation to the UNESCO 3rd World Conference on Adult Education. In Tokyo last summer this was for me a highly rewarding professional and personal experience. In the interest of time, I will limit my comments to my overriding conclusion from the UNESCO experience, namely that we can learn much from the experience of adult educators in other countries. Therefore, I propose two new goals:

1. To promote and organize an international conference of adult educators to share with us their experience, learning designs, administrative structures and future directions of adult education. Held in the United States, the primary focus would be to increase our knowledge of effective practices in relation to lifelong learning in the United States. Preliminary discussions indicate that the U.S. Department of State may be interested in joining us in this endeavor.
2. Apply adult education methodologies and demonstration findings of other countries to our own adult education needs.

Many of these efforts, often financed by U.S. tax dollars, have proven effective in educating disadvantaged adults.

The two additional goals concern the adult education needs of State administrators and classroom teachers.

A third goal that merits our attention is that of State Adult Education Advisory Councils. A number of States are already employing them effectively.

The purpose of the State Advisory Council is to insure that State education agencies and their professional adult educational staff have available to them the advice and counsel of concerned and experienced citizens, including the consumer of adult education, in assessing needs, identifying resources, setting goals and priorities, and making policies and long range comprehensive adult education plans.

In many ways a strong State Advisory Council serves the Governor and Chief State School Officer as the National Advisory Council on Adult Education serves the President, Secretary and the Commissioner. As soon as possible I hope every State establishes an active Advisory Council on Adult Education.

The fourth that I would like to identify is the most important and difficult. It has obstructed educational planning and decision making for decades. I think that adult educators have the professional know how to lead the entire school community in making substantial progress in this area. I am referring to putting theory into practice - the change-agent or the difusion and adoption process. This process makes all the other efforts worthwhile because unless effective demonstration results can be transferred to the classroom on a timely basis the results will have limited significance to the total program. During fiscal year 1973 the Office of Education proposes to fund a center that will facilitate installation of effective demonstration findings. Based on my experience at all levels of education I believe there is no better investment of Section 309 experimental and demonstration funds than to help States and local programs meet adult learning needs.

Let me close my remarks with the summary statement from my presentation at the Third UNESCO International Conference on Adult Education in Tokyo: "We in the United States also see adult education as a crucial factor within Career Education for transforming the entire American education system!

The transformation will be permanent in nature and provide a system of continuous career guidance and training whereby the individual's personal aspirations, avocational, and vocational needs may be reconciled. Individuals will be encouraged to develop creative faculties, spontaneous reactions, and critical outlooks, all of which are of immense importance in a highly organized society in which science and technology predominate. In addition the individual will utilize the principle of self-education under the active guidance of teachers by means of the widespread use of up-to-date educational communications techniques and group dynamics. As part of this transformation, Career Education will focus on the adult as a citizen in our participatory democracy - that is, one who governs himself and seeks to shape the society and environment in which he lives. It will also focus on the adult as a family member and as a parent because recent research indicates that when the whole family is involved in learning activities the children stand to gain very directly. Their attitude is changed to one of curiosity which results in lifelong habits of knowledge seeking which can be transmitted through generations. Consequently, adult Career Education is as much concerned with preparing the next generation for responsible and fulfilling adulthood as it is with preparing those individuals who are presently adults to meet their immediate occupational

and citizenship goals.

Our adults, most of whom are mature and talented but may be handicapped by academic, socio-economic, or other circumstances represent an invaluable pool of human resources which must be developed if our society is to remain spiritually and economically healthy." The stage is set for massive growth of adult education in the 70's. There is a readiness throughout the Nation to carry on the services of adult educators. This readiness grows out of decades of development by leaders such as you of the methods and techniques of lifelong education! There is more interest and support now than ever before for adult and continuing education. The future is bright!